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1 DEC 1958

MEMORANDUM FOR: Deputy Director (Support)

25X1A6b

SUBJECT : Reorganization--Public Works & Supply Branches, [REDACTED]  
REFERENCE : Interim recommendation from Chief, Management Staff to Acting Deputy Director (Support) 19 May 1958 (DD/s 58-2061)

Paragraph 6 of this memorandum contains recommendations for your approval.

1. PROBLEM:

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To determine the organization and manpower requirements of the Public Works Branch, [REDACTED]

2. ASSUMPTION

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That [REDACTED] is now a permanent Agency base.

3. FACTS BEARING ON THE PROBLEM:

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a. On 15 April 1958 the Director of Training requested a reorganization and an increase of 14 positions in the T/O of the Public Works Branch, [REDACTED] 1/ to permit the conversion from a "breakdown maintenance" to a "controlled maintenance" basis of operation (Att. 1).

b. In commenting on the OTR proposal the Comptroller, (1) endorsed the need for a controlled maintenance program at [REDACTED], pointing out that such a program is essential if [REDACTED] is to remain a permanent Agency base; (2) confirmed the increase in maintenance workload imposed by recent additions to physical plant and the over-age temporary buildings; and (3) stated that the increased cost would have to be absorbed within the budget of the Office of Training. 2/ (Att. 2)

- 1/ Thereby raising the total T/O for the Branch from 85 to 99.  
2/ The Budget Division (Mr. [REDACTED] reports on 15 Sept. 58 that the FY 1959 budget for OTR provides for the additional expense implicit in the requested T/O change in the Public Works Branch (approximately \$76,000).

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JOB NO. [REDACTED] BOX NO. [REDACTED] FILE NO. [REDACTED] DOC. NO. 5 NO CHANGE  
IN CLASS/ DECLASS/ CLASS CHANGED TO: TS S [REDACTED] RET. JUST. 22  
NEXT REV DATE/ [REDACTED] REV DATE/ [REDACTED] REVIEWER/ [REDACTED] TYPE DOC. 02  
NO. PGS. 11 CREATION DATE [REDACTED] ORG COMP 32 OPI 32 ORG CLASS S  
REV CLASS C REV COORD [REDACTED] AUTH: HR 70-3

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- c. In reference (a) the Chief, Management Staff submitted an interim recommendation to add 7 positions to the T/O of the Public Works Branch thereby a) establishing the technical and administrative positions necessary to permit conversion to a controlled maintenance basis of operation, and b) increasing the total number of positions for the Branch from 85 to 92. The Deputy Director of Support approved this recommendation on 7 June 1958.
- d. Reference (a) also stated the need for on-site study in greater depth to determine the full T/O requirements of the Public Works Branch. The current report reflects the results of this further study.
- 25X1C4a e. Prior to the origination of the OTR request, both the Office of Logistics and the [REDACTED] studied the T/O requirements of the Public Works Branch at [REDACTED]. The Logistics study, submitted 7 July 1957, recommended an initial T/O of 92 positions with progressive increases in T/O to recognize workload added by new housing units, recreational facilities, etc. (20 new quarters and a gymnasium have been completed since the Logistics report). The [REDACTED] study, submitted 3 March 1958, recommended a T/O of 99 (including the Public Works Officer). This figure excluded the janitorial function and the special support to operational training performed by the PWB. The recommendations in both these studies are based essentially on quantitative standards developed by the Services 1/ for translating workload into manpower requirements, modified for application at [REDACTED].
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- f. It appeared unlikely, especially in view of the gaps in available data, that the Management Staff could establish a quantitative basis from which to challenge seriously the findings of the earlier studies. Therefore, rather than repeat the quantitative processes of the Office of Logistics and the [REDACTED] the Management Staff adopted the approach of direct interview, observation, questioning, and conference, working from the sub-foreman level in the Public Works Branch up through the Chief of Base. The recommendations from the Logistics and [REDACTED] studies and from the OTR proposal were broken down, analyzed in fine, and consistently used for reference and for check in the development of the workburden T/O.
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Attachment 3 presents grouped data from these various proposals, along with the Management Staff recommendations, to facilitate comparison on an aggregative basis. The Management Staff recommendations for organization (Att 4) and the workburden T/O of the Public Works Branch (Att 5) draw from, but do not mirror, the recommendations in the earlier studies. Management established the workburden T/O for the Public Works Branch to be 124 positions. This is an increase of 32 above the presently authorized 92 positions; and an increase of 25 above the OTR request for 99 positions.

- g. Possibilities for the reduction of workburden in the Public Works Branch (Att 6) were discussed at some length on-site with the former Public Works Officer, the now interim Public Works Officer 1/, the Personnel Officer, the Executive Officer, and the Chief of Base.

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- h. Neither [REDACTED] nor Logistics recommendations nor the OTR proposal provided staffing for the Shop Stores operation to "retail" supplies to Public Works. The [REDACTED] study pointed out the need for such an operation but regarded it as properly a Supply function and hence provided no manpower for it in the T/O recommendation for Public Works. OTR concurred in the [REDACTED] view, but did not include with its initial proposal (Att 1) a request for an increase in the T/O of the Supply Branch, [REDACTED] to accommodate the Shop Stores function. 2/ In Attachment 7 the Director of Training now presents the case for organizational recognition of the Shop Stores function and proposes the addition of four positions to the T/O of the Supply Branch, [REDACTED] to accommodate this function. 3/

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1. The T/O proposals in Attachments 5 and 7 represent an increase of:  
(1) 32 positions in the Public Works Branch above the present 92 positions, bringing the total T/O for the Public Works Branch to 124;  
and (2) an increase of 4 positions in the Supply Branch, bringing the total T/O for that Branch to 19.

#### 4. DISCUSSION

- a. The results of the Management Staff study line up fairly closely with the recommendations in the [REDACTED] study, once the two are made comparable with respect to functions staffed. The Logistics recommendation is light, viewed in today's context of expanded physical plant, the permanency of [REDACTED] as an Agency base, and base development planning.

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- 1/ Mr. [REDACTED], Real Estate and Construction Div., OL.  
2/ Although Public Works has been devoting 4-plus people to this function in an inadequate attempt to fill the void.  
3/ There is complete agreement, both on-site and in the cognizant headquarters components of the Office of Logistics, that Shop Stores is properly a Supply and not a Public Works function.

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- 25X1C4a b. The OTR request for 99 positions appears superficially to coincide with the [REDACTED] recommendation of 99 positions 1/ but this is not actually the case. As stated earlier, the [REDACTED] recommendation 25X1C4a is exclusive of manpower requirements for the janitorial function, and for special support to operational training at Site III 2/. Within the same total number of positions as recommended by the [REDACTED], the OTR proposal attempts to cover additionally the janitorial and special support functions. The request from the Director of Training (Att 1) is thus an attempt to achieve the best compromise between actual manpower requirements 3/ and the ceiling constraint imposed by the DP/S.
- 25X1C4a c. In the judgment of the Management Staff, the request of the Director of Training (Att 1) does not reflect the true manpower needs of the Public Works Branch as dictated by the current workburden. In particular, the Attachment 1 proposal is deficient in staffing the labor and electrician groups, omits entirely the Shop Stores operation which is fundamental to maintenance management, and fails to state the case for additional manpower in the Transportation Section 4/-- which is quite independent of manpower needs for station maintenance.
- d. With its former T/O of 85 (and actual effective strength of 102 5/)

- 25X1C4a 1/ 98, plus the Public Works Officer.
- 2/ On this the [REDACTED] was unwitting. This is a particularly difficult function to staff, as the operational support demands on the Public Works Branch are erratic, uneven in their incidence, and for the most part handled on a "crash" basis which is costly not only in terms of the manpower applied directly, but also in disruption of scheduled work. A visit to the Base on 12 September disclosed two substantial projects in this category under way. In both cases, there had been little or no advance notice to Public Works Branch.
- 3/ As felt in operating experience, indicated by the results of the [REDACTED] 25X1C4a study, and confirmed by the Management Study.
- 25X1A9a 4/ The load on the Transportation Section increased from 83 pieces of automotive equipment in 1956 to 103 pieces in 1958. (Source: Major [REDACTED] Transportation Division, OL, 16 September 1958).
- 25X1C4a 5/ Manpower has been pirated by holding over workmen from contract projects, diversion from other Base Support operations (MP, Finance), loans from [REDACTED] double slotting, etc.

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the Public Works Branch has been inadequately staffed for even a tolerable "breakdown" maintenance operation.<sup>1/</sup> Given its current workburden, this Branch cannot institute the controlled maintenance program and pull its total operation up to a desirable level of efficiency without the increase in its T/O recommended by Management Staff.

e. It is the hope of the Office of Logistics that, because of its proximity to headquarters and hence the relative availability of staff assistance, the Public Works operation at [REDACTED] can serve as an experimental model where new systems, procedures, and techniques can be tested prior to their promulgation to other bases. The Management Staff concurs in this hope. 25X1A6b

f. Because of the dynamic situation in the Public Works Branch, reflected in the factors listed in Attachment 8, the establishment of a solid workburden T/O at this time is extremely difficult. The workburden T/O of 124 is the result of many successive and thoughtful parings, (the last of which was as recent as 15 September), and reflects the considered and collective judgment of the knowledgeable representatives of the Office of Training, the Office of Logistics, and the Management Staff who participated on-site in its development.<sup>2/</sup> In our best judgment this is a sensible and conservative figure which contemplates considerable extension in contracting work out (specific jobs, not functions) during the next year. In addition to providing the technical and administrative staff assistance fundamental to an efficient maintenance management program and improving the staffing at the working level, the structure of the recommended T/O increases the depth of supervision, thereby permitting better on-the-job training, better control over physically scattered operations and personnel, and better support at the operating level for the maintenance management program.

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g. The Management recommendation of 124 may be compared, roughly, to the [REDACTED] recommendation of 99, by increasing the [REDACTED] total to include the janitorial function,<sup>3/</sup> thereby raising the [REDACTED] total to 115. This means a net allowance of 9 in the Management 25X1C4a 25X1C4a

<sup>1/</sup> It has not been uncommon in the past for some operations, especially in the roads and grounds group, to have the foreman as the only effective manpower with all the workers off on "crash" assignments.

<sup>2/</sup> The [REDACTED] Personnel Officer, Mr. [REDACTED] assisted significantly throughout the Management study. Both he and Mr. [REDACTED] of the Office of Logistics (temporarily serving as Public Works Officer) contributed immeasurably in the development of the final T/O recommendation.

<sup>3/</sup> Using the Management Staff figure of 16 for this purpose.

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figure for special support to Site III. In our judgment, 9 positions, or an allowance of slightly better than 7 per cent, is a low provision for a function which is estimated in several of the Public Works operations to absorb at least one-third of their capability. On this basis, the Management figure of 124 appears more conservative than the [REDACTED] figure of 99.

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- h. During the past month some steps have been taken to reduce workburden through closer scrutiny of operating procedures and tighter controls; more are in process. It may reasonably be expected that with increased technical and administrative capability and better operating data more jobs will be contracted out during the next year. How this subtraction will balance out against the probable increase in workload generated by inspection, under the controlled maintenance program, is one of the unknowns at the present time.
- i. The only tolerable alternative to staffing the Public Works Branch for its current workburden (other than increasing productivity as indicated in h above) is to reduce the workburden itself. This could be done by eliminating functions, increasing the contracting of specific jobs, contracting whole functions, or any combination thereof. The first two possibilities were thoroughly discussed on-site, and the recommended T/O assumes further progress in these directions. The possibility of contracting entire functions was also discussed at some length. With respect to contracting functions (e.g. janitorial, boiler operation) it was the consensus on-site, concurred in by the Chief, Support Staff, OTR that some of these functions could, conceivably and with further exploration, be contracted 1/. However, in the judgment of the Management Staff, to force the contracting of functions at this point, before the Public Works Branch has had an opportunity to put its house in order, would be premature. We believe that the next year should bring many changes in the operation of the Public Works Branch, not only in greater efficiency, but also in better information and experience on which to base decisions. Inasmuch as the most probable basis for contracting functions would be to turn over an operation "as is," with the current work force, to the contractor, 2/ it seems to us desirable to realize and consolidate the imminent gains in the Public Works operation in order that 1) any decisions with respect to contracting functions may be made in full knowledge, and 2) any functions contracted may be turned over as "clean" operations.

- 1/ This possibility was also discussed in a preliminary way with the Security Officer, OTR, and with a representative of the OS.
- 2/ As was done in contracting the Commissary operation to [REDACTED] effective 1 July 1958.

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- j. With respect to the T/O proposal for Shop Stores (Att. 7), Management found inadequate "retail" support to be a principal complaint at the foreman level, and concurs in the need for the addition of four positions to the T/O of the Supply Branch to provide the needed Supply support to the Public Works Branch. In our judgment, an efficient Shop Stores operation is fundamental to the success of the maintenance management program.
- k. The needs of the Public Works Branch and the Supply Branch combined add up to a total increase of 36 T/O positions.<sup>1/</sup> The Chief, Budget Division states that the OTR FY 1959 budget provides ceiling and funds for 7 of these positions. This leaves a net of 29 of the needed T/O positions without ceiling or funds. The Director of Training has informed the Management Staff orally that he cannot provide ceiling for, or absorb the cost of, these additional positions.<sup>2/</sup> This is a point on which the Management Staff has insufficient basis for an independent opinion. The statement of the Chief, Budget Division (Attachment 10) supports the view of the Director of Training.

#### 5. CONCLUSIONS

- a. In the face of the recently established permanence of [REDACTED] as an Agency base, the steadily increasing plant, and the current base development planning, there is no apparent prospect of any diminution in the load on the Public Works Branch in the immediately foreseeable future. 25X1A6b
- b. An effective Shop Stores operation is primary to the controlled maintenance program. The addition of 4 positions to the T/O of the Supply Branch to man this function is essential.
- c. The real alternatives on which decision must turn are therefore whether 1) to increase the T/O of the Public Works Branch to the 124 dictated by its current (and prospective) workburden, or 2) to contract out entire functions immediately. In the judgment of the Management Staff, the Agency's long-run interests will be better served by staffing Public Works at this time up to the strength necessary to discharge its workburden and put itself on an efficient operating basis. We deem the protection of plant and equipment against deterioration so essential as to warrant elimination of lower priority projects in order to provide the necessary ceiling and funds for this purpose.

<sup>1/</sup> This is in addition to the 7 T/O positions authorized by the Deputy Director (Support) on 7 June 1958.

<sup>2/</sup> The Director of Training estimates this cost at \$116,000 annually. (NOTE: The Budget Division estimate of \$157,000 as the annual cost of these positions, against the Training estimate of \$116,000 is based on the average cost of the 14 positions initially requested by Training. This average includes a number of professional salaries and is too high as a basis for figuring the cost of the additional 29 wageboard positions.) Inasmuch as this year is already nearly half gone and staffing up requires time, the additional funds required for FY

6. RECOMMENDATIONS

I recommend that you approve the following:

- a. Subject to position evaluation action by the Director of Personnel, an increase of 36 T/O positions divided as follows:

25X1A6b 1) An increase of 4 positions in the T/O of the Supply Branch, [REDACTED], raising the total from 15 to 19. (Att. 7, Tab A).

25X1A6b 2) An increase of 32 positions in the T/O of the Public Works Branch, [REDACTED], raising the total from 92 to 124. (Att. 5).

- b. Such adjustment in ceiling allocations and funds as you deem appropriate to service the recommendation in a above, the net cost of which is ceiling coverage for 29 OTR positions and \$116,000 per year in OTR budget funds.

25X1A6b c. Detail of a qualified member of the Management Staff to the Office of Training to work with the Public Works Officer at [REDACTED] on management problems incident to the institution of the maintenance management program. (Attachment 9 indicates the type of assistance needed to get this program going.)

- d. Exploration in depth by the Director of Training with other interested Officers 1/ of the feasibility of contracting all or parts of the Public Works functions once the Public Works Branch is operating efficiently on the revised basis, with the Chief, Management Staff to assist the Director of Training in this exploration as appropriate.

- e. Re-evaluation in one year by the Chief, Management Staff of the T/O requirements, in terms of organization and number of position, of the Public Works and Supply Branches, [REDACTED]

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Signed

[REDACTED]  
Chief, Management Staff

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1/ Directors of Logistics, Security.

Attachments:

1 thru 10

CONCURRENCES: On Following Page



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SUBJECT: Reorganization--Public Works & Supply Branches, [REDACTED] 25X1A6b

CONCURRENCES:

*/s/ Matthew Baird*  
Director of Training

3 DEC 1958  
Date

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*Acting* [REDACTED]  
Director of Logistics

2 DEC 1958  
Date

The recommendations in paragraph 6 are approved, with ceiling ~~adjustment~~ to be effected as follows:

The personnel ceiling of the Office of Training is increased from [REDACTED] to cover the increase of 36 T/O positions recommended in paragraph 6.a. This increase does not affect the overall DD/S personnel ceiling.

25X9A2

Signed

31 JAN 1959  
Date

25X1A9a

L. K. WHITE  
Deputy Director  
(Support)

Mgt/S: [REDACTED] gmb  
(1 Ded. 58)

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